

DDA Registry

File

04M 1-3  
(ADMAG)

STATINTL

DDA 76-3564

20 July 1976

STATINTL

MEMORANDUM FOR [REDACTED]

Chairman, ADMAG

FROM

:

[REDACTED]  
Executive Officer, DDA

SUBJECT

:

Extend Lunch Periods By Fifteen Minutes

REFERENCE

:

Memorandum for DDA from Chairman, ADMAG,  
Dated 28 May 1976, Same Subject

Your 28 May 1976 memorandum concerning 45-minute lunch periods has received considerable study. Attached herewith is a memorandum from the Director of Personnel to the ADDA commenting that extended lunch periods have been under discussion in various Government agencies, including GAO, Civil Service Commission and OMB. The Director of Personnel recommends that, in view of the fact that an overall Government position may be forthcoming, we should not change lunch periods within the Agency at this time. He also suggests holding off on any publication or notice on this subject pending the results of Government studies. The DDA agrees with this recommendation. A copy of this memorandum is being forwarded to [REDACTED] Executive Secretary, Suggestion and Achievement Awards Committee. Per your suggestion, we are also forwarding the Employee Suggestion package and ADMAG's evaluation report to [REDACTED]

STATINTL

Attachment

cc: Executive Secretary, Suggestion & Achievement  
Awards Committee  
Director of Personnel

DDA 76-3564

Memorandum for Chairman, ADMAG, from [REDACTED]  
20 July 1976, Extend Lunch Periods By Fifteen Minutes

STATINTL

Distribution:

- Orig - Chairman, ADMAG (w/att 1)
- 1 - Executive Secretary, Suggestion & Achievement Awards (w/att 2 & 3)
- 1 - D/OP
- ① - DDA Subject w/atts, 1, 2 & 3)
- 1 - DDA Chrono
- 1 - RFZ Chrono

Attachments:

For Chairman, ADMAG:

1. ADDA 76-3537, Memo for ADDA from D/OP, dated 16 July 76, Extend Lunch Periods by Fifteen Minutes

For Executive Secretary, Suggestion & Achievement Awards:

2. ADMAG Evaluation Report
3. Employee Suggestion Package (No. 76-330)

EO/DDA/[REDACTED] 1m (20 July 76)

STATINTL

CLASSIFIED

Approved

INTERNAL

USE ONLY

CONFIDENTIAL

SECRET

## ROUTING AND RECORD SHEET

SUBJECT: (Optional)

Extend Lunch Periods by Fifteen Minutes

FROM:

Director of Personnel  
5 E 58, Hqs.

EXTENSION

NO.

DATE

16 JUL 1976

STATINTL

TO: (Officer designation, room number, and building)

DATE

RECEIVED

FORWARDED

OFFICER'S INITIALS

COMMENTS (Number each comment to show from whom to whom. Draw a line across column after each comment.)

1. Associate Deputy Director  
for Administration

2.

7 D 26, Hqs.

3.

EOLDDA

16 JUL 1976

4.

ADDA

19 JUL 1976

5.

DDA

6.

7.

8.

9.

10.

11.

12.

13.

14.

15.

Para on lunch hours.

This being ended  
elsewhere in postthus hold-off on  
ADMAC suggestionto publish Agency  
notice on this subject

I certainly agree

FORM  
3-62

610

USE PREVIOUS  
EDITIONS

SECRET



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INTERNAL  
USE ONLY

UNCLASSIFIED

**ADMINISTRATIVE - INTERNAL USE ONLY**

16 JUL 1976

DD/A Registry  
76-3537

MEMORANDUM FOR: Associate Deputy Director for Administration

FROM : F. W. M. Janney  
Director of Personnel

SUBJECT : Extend Lunch Periods by Fifteen Minutes

REFERENCES : (a) Memo for DD/A fr Chairman/ADMAG dtd 28 May 76,  
same subj.  
(b) Memo for Directors of Personnel fr CSC/IAG  
dtd 3 Jun 76, subj: GAO Report (B-179810),  
Increased Productivity Through Expanded  
Lunch Periods, dated 8 Apr 76

1. Reference (a) reported on an Employee Suggestion to extend the official lunch period by fifteen minutes and adding an equal period to the work day to compensate. The extended lunch period has long been a matter of discussion in various Government agencies on its own merits and now as part of the emphasis on the importance of productivity in the public sector. The GAO recently sent a letter to the Civil Service Commission and the Office of Management and Budget reporting on a survey of management's treatment of working hours and lunch periods for Federal civilian employees, and recommending a joint review of the matter. On 3 June 1976 the Commission, in a letter to Directors of Personnel, advised of the establishment of a workgroup of Personnel Directors to explore the subject in line with the GAO recommendation.

2. In view of the above study and the prospects for an updated Government position on the question of lunch periods, we agree with the ADMAG conclusion that the Agency lunch period should not be changed at this time. We suggest moreover that a publication or notice on the subject, proposed by ADMAG, be deferred pending the results of the respective study.

3. This response has been coordinated with the Director of Finance.

(Signed) F. W. M. Janney

F. W. M. Janney

STATINTL

Distribution:

Orig + 1 - Adse  
1 - D/Finance  
1 - D/Pers  
1 - OP/RS

OP/P&C/RS [REDACTED] 1rm (14 Jul 76)

**ADMINISTRATIVE - INTERNAL USE ONLY**

## ROUTING AND RECORD SHEET

SUBJECT: (Optional)

Employee Suggestion - Extend Lunch Periods by Fifteen Minutes

FROM:

Chairman, ADMAG

EXTENSION

NO.

DDA 76-2740

STATINTL

DATE

TO: (Officer designation, room number, and building)

STATINTL

DATE

OFFICER'S INITIALS

COMMENTS (Number each comment to show from whom to whom. Draw a line across column after each comment.)

RECEIVED

FORWARDED

1.

4 JUN 1976

*[Handwritten initials]*

*An interesting issue!*

2. Deputy Director for Administration

4 JUN 1976

*[Handwritten initials]*

1 to 2 & 3:

An interesting issue. I understand some offices do hold religiously to one-half hour lunches. Others do not. There may be some merit in addressing this problem through an Employee Bulletin, if there is indeed a problem.

3.

DDA

9 JUN 1976

*[Handwritten initials]*

4.

JUN 1976

DD/Personnel

*[Handwritten initials]*

5.

DPes

11 JUN 1976

*[Handwritten initials]*

6.

R+L

2-4 Please get together with Don Gale on this and let us have your thoughts.

7.

8.

9.

10.

11.

STATINTL

4 JUN 1976

12.

5- Good 40. inch  
tem. RDC

13.

14.

15.

STATINTL

28 May 1976

MEMORANDUM FOR: Deputy Director for Administration

FROM : [REDACTED]  
Chairman, ADMAG

SUBJECT : Employee Suggestion - Extend Lunch Periods by  
Fifteen Minutes

1. ADMAG has had under review an employee suggestion that the lunch period be officially extended fifteen minutes to bring the regulations in line with the practices and thus alleviate lost work time to the Agency and frustrations to the employee at not being able to stay within the current thirty minute time allotment. ADMAG discussed the matter from several points of view and each time arrived at the same conclusion that the supervisor making the suggestion has a supervision problem that would not be solved by acting affirmatively on this suggestion.

2. Those members of ADMAG that eat in the Headquarters cafeterias have experienced that by going to a cafeteria at a time other than on the hour or half hour, thirty minutes is adequate time to eat and return to the office. We also considered the situations in buildings such as Chamber of Commerce, Key, etc., that do not have cafeterias. We concluded that a severe morale problem would be raised if their lunch hours were extended by fifteen minutes. It would appear to those employees that the nebulous "They" were out to get them again, i.e., no cafeteria in the first place, no exercise facility, required to pay for parking and now because some supervisor doesn't want to enforce a rule, a longer lunch period.

3. It is our recommendation that the lunch period not be extended and the suggestion be returned to the Awards Committee with this evaluation. We feel, however, that it may be advisable to have a Headquarters Notice addressing the subject of the lunch period. The notice should clearly state the Agency policy on the subject and may also discuss factors to be considered prior to any changes in policy. An action similar to this was taken with regard to making outside telephone calls. A copy of that notice, [REDACTED] is attached.

4. [REDACTED] Executive Secretary of the Awards Committee, in addition to soliciting ADMAG's analysis of the suggestion, requested ADMAG obtain the Office of the DDA reactions to our conclusions and recommendations. Attached is the Employee

ADMINISTRATIVE--INTERNAL USE ONLY

PAGE 2

Suggestion package, including ADMAG's evaluation report, and with the concurrence of the DDA may be forwarded to the Awards Committee.



Attachments:

- 1 [REDACTED]
- 2 - Employee Suggestion Package

STATINTL

STATINTL

ADMINISTRATIVE--INTERNAL USE ONLY

COMMUNICATIONS

11 February 1975

ATINTL

YOUR HELP IS NEEDED IN REDUCING TELEPHONE COSTS

1. The rising costs for all services provided to the Agency is an ever increasing problem. The cost of telephone service is no exception. The telephone company charges the Agency seven cents for each completed "dial 9" outside black line telephone call. Seven cents may seem insignificant unless we consider the total cost of the more than 2.5 million such calls made each year. This cost is in addition to rental fees for telephone exchange equipment, instruments, and lines. Moreover, costs may soon be increased because the telephone company has proposed rate increases for its services in Virginia:

2. Your help in reducing the number of outside black line telephone calls can result in considerable savings. For example, if the number of outside calls can be reduced by one-half the Agency would save at least \$87,500 a year.

3. We invite you to:

a. Limit outside calls to official calls only.

b. Use the Inter-Departmental Code System when placing black line calls to other Government agencies. No local charges are made for these calls. Complete information on this system can be found in the Agency telephone directory.

c. Place official long-distance calls through the Agency operator to take advantage of the Wide Area Telephone Service (WATS) provided by the telephone company at a fixed monthly fee.

FOR THE DIRECTOR OF CENTRAL INTELLIGENCE:

JOHN F. BLAKE  
Deputy Director  
for  
Administration

DISTRIBUTION: ALL EMPLOYEES (1-6)



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SECRET

Approved For Release 2001/11/07 : CIA-RDP79-00498A000300080001-9

## SUGGESTION EVALUATION REPORT

TO: Executive Secretary  
Suggestion Awards Committee

SUGGESTION NO.

76-330

SUSPENSE DATE

INSTRUCTIONS: Please complete this form in detail to guide the Suggestion Awards Committee in making a final determination of the merits of this suggestion. Retain third copy.

1. ACTION RECOMMENDED ☐ ADOPT ☒ DECLINE ☐ OTHER (Specify):

2. REASONS FOR RECOMMENDATION (If more space is needed, use plain paper)

ADMAG has reviewed the suggestion to officially extend the lunch period by fifteen minutes to bring the regulations in line with the practices observed by the suggestor. After discussing the matter from several points of view, ADMAG arrived at the same conclusion that the present thirty minute lunch period is adequate and violations of this time period are a direct result of supervisory management failing to advise their employees of the legal lunch period and enforcing the regulation.

ADMAG members further observed, from personal experience, that if employees would avoid the peak periods of on the hour and half hour, the slowness of service (elevators, long entry lines and check out lines) would not be encountered.

The DDA has been advised of ADMAG's review, conclusions and recommendation in regards to subject suggestion. ADMAG has recommended to the DDA the issuance of a Headquarters Notice addressing the subject of the lunch period, stating the Agency policy on the subject.

3. TANGIBLE FIRST-YEAR SAVINGS (Man-hours, material, equipment, etc.)

STATINTL

4. INTANGIBLE BENEFITS (See guide on reverse side of third copy)

5. WHAT OTHER OFFICES, DIVISIONS, ETC. MIGHT ALSO USE THIS IDEA?

DATE

28 May 1976

and title)

Chairman, ADMAG

FORM  
2-70

244b

USE PREVIOUS  
EDITIONS

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INTERNAL  
USE ONLY

CONFIDENTIAL



SECRET

(43)

Approved For Release 2001/11/07 : CIA-RDP79-00498A000300080001-9

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SECRET

Approved For Release 2001/11/07 : CIA-RDP79-00498A000300080001-9

## SUGGESTION EVALUATION REPORT

TO: Executive Secretary

Suggestion Awards Committee

SUGGESTION NUMBER: 76-330

76-330

SUSPENSE DATE: 10/1/76  
ECLIPSE: 10/1/76  
WE NEED ADOPT

INSTRUCTIONS: Please complete this form in detail to guide the Suggestion Awards Committee in making a final determination of the merits of this suggestion. Retain third copy.

## 1. ACTION RECOMMENDED

☐ ADOPT☒ DECLINE☐ OTHER (Specify):

## 2. REASONS FOR RECOMMENDATION

(If more space is needed, use plain paper)

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## 4. INTANGIBLE BENEFITS (See guide on reverse side of third copy)

## 5. WHAT OTHER OFFICES, DIVISIONS, ETC. MIGHT ALSO USE THIS IDEA?

DATE

28 May 1976

ADMAG

FORM 2-70

244b

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☐

SECRET

(43)

Approved For Release 2001/11/07 : CIA-RDP79-00498A000300080001-9

# INTANGIBLE BENEFITS GUIDE

MINIMUM REQUIREMENT FOR CASH AWARD: THE INTANGIBLE IMPROVEMENT OR IDEA SHOULD COMPARE WITH A TANGIBLE CONTRIBUTION SAVING \$250 OR MORE ANNUALLY.

VALUE OF BENEFIT	EXTENT OF APPLICATION			
	LIMITED	EXTENDED	BROAD	GENERAL
MODERATE	\$ 25-50	\$ 50-100	\$ 100-200	\$ 200-400
SUBSTANTIAL	50-100	100-200	200-400	400-1000
HIGH	100-200	200-400	400-1000	1000-2500
EXCEPTIONAL	200-400	400-1000	1000-2500	2500-25000

## VALUE OF BENEFIT

MODERATE	MODIFICATION OF AN OPERATING PRINCIPLE OR PROCEDURE; AN IMPROVEMENT OF RATHER LIMITED VALUE.
SUBSTANTIAL	SUBSTANTIAL MODIFICATION OF AN OPERATING PRINCIPLE OR PROCEDURE; AN IMPORTANT IMPROVEMENT.
HIGH	COMPLETE REVISION OF A BASIC PRINCIPLE OR PROCEDURE; A HIGHLY SIGNIFICANT IMPROVEMENT.
EXCEPTIONAL	INITIATION OF A NEW PRINCIPLE OR MAJOR PROCEDURE; A SUPERIOR IMPROVEMENT TO THE QUALITY OF A CRITICAL PRODUCT, ACTIVITY, PROGRAM, OR SERVICE TO THE PUBLIC.

## EXTENT OF APPLICATION

	AFFECTS FUNCTIONS, MISSION OR PERSONNEL OF:
LIMITED	ONE OFFICE OR INSTALLATION; OR A SMALL AREA OF SCIENCE OR TECHNOLOGY.
EXTENDED	SEVERAL OFFICES OR INSTALLATIONS; OR AN IMPORTANT AREA OF SCIENCE OR TECHNOLOGY.
BROAD	AN ENTIRE AREA OR DIRECTORATE. MAY BE APPLICABLE TO ALL OF AN INDEPENDENT AGENCY OR A LARGE BUREAU.
GENERAL	SEVERAL AREAS OR DIRECTORATES, OR AN ENTIRE DEPARTMENT, OR LARGE INDEPENDENT AGENCY, OR IN THE PUBLIC INTEREST THROUGHOUT THE NATION OR BEYOND.

APPROPRIATE NONFINANCIAL RECOGNITION MAY BE GRANTED FOR IMPROVEMENTS OR IDEAS WHICH DO NOT MEET THE STANDARD FOR CASH AWARDS.

SUPERVISORS ARE THE KEY TO THE SUCCESS OF THE SUGGESTION AND INVENTION PROGRAM! WE NEED YOUR PROFESSIONAL EFFORT IN GIVING PROPOSALS A PROMPT AND COMPLETE EVALUATION. OBJECTIVE EVALUATIONS STIMULATE BETTER IDEAS AND ACHIEVEMENTS THEREBY GAINING GREATER BENEFITS, SAVINGS, AND EFFICIENCY OF OPERATION.

EFFECTIVE 1 JULY 1969

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USE ONLY☐ CONFIDENTIAL☐ SECRET

Approved For Release 2001/11/07 : CIA-RDP79-00498A000300080001-9

## ROUTING AND RECORD SHEET

SUBJECT: (Optional)

FROM: EXECUTIVE SECRETARY  
SUGGESTION AND ACHIEVEMENT  
AWARDS COMMITTEE  
5-E-54, HEADQUARTERS

EXTENSION

NO.

76-330

DATE

5 April 1976

STATINTL

TO: (Officer designation, room number, and building)

DATE

OFFICER'S  
INITIALS

COMMENTS (Number each comment to show from whom to whom. Draw a line across column after each comment.)

STATINTL

RECEIVED

FORWARDED

DDA MAG  
1 B 16 Headquarters

Wayne:

Here's the case I mentioned on the phone today.

The suggester is a division chief in a DDI office and may be having production (or supervisory) problems.

Copy of OP evaluation is also attached.

We received the suggestion on 3 March and, as you'll note, we received the newspaper article from the suggester on 31 Mar 76.

To enable us to resolve this case we will appreciate any study and analysis DDA MAG can do to include getting reactions from the Office of the DDA concerning your conclusions and recommendations.

Many thanks.

STATINTL

13. EXECUTIVE SECRETARY  
SUGGESTION AND ACHIEVEMENT  
AWARDS COMMITTEE

14. 5-E-54, HEADQUARTERS

15.

FORM  
3-62

610

USE PREVIOUS  
EDITIONS☐ SECRET☐ CONFIDENTIAL☐ INTERNAL  
USE ONLY☐ UNCLASSIFIED

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☐ UNCLASSIFIED

☐ INTERNAL USE ONLY

☐ CONFIDENTIAL

ROUTING AND RECORD SHEET  
Approved For Release 2001/11/07 : CIA-RDP79-00498A000300080001-9

SUBJECT: (Optional)

FROM: EXECUTIVE SECRETARY  
SUGGESTION AND ACHIEVEMENT  
AWARDS COMMITTEE  
5-E-54, HEADQUARTERS

EXTENSION

NO.

76-330

DATE

5 April 1976

STATINTL

TO: (Officer designation, room number, and building)

DATE

OFFICER'S INITIALS

COMMENTS (Number each comment to show from whom to whom. Draw a line across column after each comment.)

RECEIVED

FORWARDED

Chmn.

DDA MAG

1 B 16 Headquarters

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STATINTL

FORM 3-62

610

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Approved For Release 2001/11/07 : CIA-RDP79-00498A000300080001-9

STATINTL

STATINTL

SENDER WILL CHECK CLASSIFICATION TOP AND BOTTOM			
<input type="checkbox"/>	UNCLASSIFIED	<input type="checkbox"/>	CONFIDENTIAL
<input type="checkbox"/>		<input type="checkbox"/>	SECRET
<b>OFFICIAL ROUTING SLIP</b>			
TO	NAME AND ADDRESS	DATE	INITIALS
1	[REDACTED]	3/31/76	[REDACTED]
2	Rm. 5E54 Hq. Bldg.		
3			
4			
5			
6			
<input type="checkbox"/>	ACTION	<input type="checkbox"/>	DIRECT REPLY
<input type="checkbox"/>	APPROVAL	<input type="checkbox"/>	DISPATCH
<input type="checkbox"/>	COMMENT	<input type="checkbox"/>	FILE
<input type="checkbox"/>	CONCURRENCE	<input checked="" type="checkbox"/>	INFORMATION
<input type="checkbox"/>		<input type="checkbox"/>	PREPARE REPLY
<input type="checkbox"/>		<input type="checkbox"/>	RECOMMENDATION
<input type="checkbox"/>		<input type="checkbox"/>	RETURN
<input type="checkbox"/>		<input type="checkbox"/>	SIGNATURE
<b>Remarks:</b>  <p style="text-align: center;">The attached article bears on my suggestion No. 76-330. The article may or may not be useful in arriving at a judgement regarding the suggestion.</p>			
FOLD HERE TO RETURN TO SENDER			

COPYRIGHT

# Federal Column

Washington Star  
30 March 1976

## Longer Work Day May Be in Offing

By Joseph Young

Washington Star Staff Writer

The rapidly-growing use of flexitime in government could mean a longer workday for federal employees if the General Accounting Office is any criterion.

The GAO, which polices and issues decisions on federal agencies' personnel actions, has switched to a flexitime work schedule for its own employees, and in the process has added 15 minutes to its workday.

This is because the 30 minutes allotted for lunchtime has been extended to 45 minutes. The lunch period is not part of the 8-hour day.

The GAO switched to a flexible work schedule of 6 a.m. to 6 p.m., with such factors as the convenience of the employees in such matters as carpools and personal obligations, as well as the agency's workload, to be taken into consideration in determining the workday of the various offices and bureaus.

IN AUTHORIZING the flexitime workday schedule within the framework of an 8-hour workday, Comptroller General Elmer Staats ordered the lunch hour extended from 30 to 45 minutes.

Staats said the 45-minute lunch hour was necessitated "because of the crowded conditions in the cafeteria and relative unavailability of other luncheon facilities in the area."

Staats added, "The 45-minute lunch period will provide employees the opportunity to have a more leisurely lunch and a longer break from the daily routine. This should benefit both the employee and over-all productivity."

But many GAO employees are unhappy over the 45-minute lunch hour. What they're not saying is that many employees already take 45 minutes for lunch, but it is only counted as 30 minutes. Thus, the longer lunch period means a longer work day without actually increasing the lunch period for many.

Approved For Release 2001/11/07 : CIA-RDP79-00498A000300080001-9  
SUGGESTION EVALUATION REPORT

TO: Executive Secretary  
Suggestion Awards Committee

SUGGESTION NO.

76-330

SUSPENSE DATE

INSTRUCTIONS: Please complete this form in detail to guide the Suggestion Awards Committee in making a final determination of the merits of this suggestion. Retain third copy.

1. ACTION RECOMMENDED ☐ ADOPT ☐ DECLINE ☒ OTHER (Specify):

2. REASONS FOR RECOMMENDATION (If more space is needed, use plain paper)

The subject of flextime has been under consideration in Government agencies for the past several years, and there is presently a Bill in Congress to authorize a three-year experiment in certain agencies.

With reference to the specific suggestion, we recommend it be referred to the Office of the DD/A. It is our understanding that work hours in the Agency are administered primarily by that Office.

3. TANGIBLE FIRST-YEAR SAVINGS (Man-hours, material, equipment, etc.)

STATINTL

4. INTANGIBLE BENEFITS (See guide on reverse side of third copy)

5. WHAT OTHER OFFICES, DIVISIONS, ETC. MIGHT ALSO USE THIS IDEA?

DATE

(Type name and title)

10 March 1976

Chief, Review Staff, Office of Personnel

FORM 2-70 244b USE PREVIOUS EDITIONS

☐ UNCLASSIFIED☐ INTERNAL  
USE ONLY☐ CONFIDENTIAL☐ SECRET (43)

Approved For Release 2001/11/07 : CIA-RDP79-00498A000300080001-9



TITLE OR SUBJECT OF SUGGESTION	SUGGESTION NO.
Modification of work hours.	76-330

## PRESENT METHOD

Agency employees are now authorized to take no more than 1/2 hour for lunch.

## I SUGGEST

I suggest that the lunch period be lengthened to 45 minutes, and that the employees' work day be extended by 15 minutes with each individual given the option, consistent with office staffing procedures, of either reporting 15 minutes before current duty hours, or staying 15 minutes beyond current duty hours to preserve the 8 hour work day.

## ADVANTAGES

Whether we wish to acknowledge it or not, for a variety of reasons a significant number of Agency people take more than the authorized 30 minutes for lunch. At times this is unavoidable given the slowness of peak hour elevator service, and long entry lines and checkout lines in the cafeteria. The main problem, however, is that many people regard the extended lunch period as the norm. We should recognize this officially and lengthen the work day to make up for the time lost at lunch. This modest application of flexitime would result in considerable monetary savings arising from the availability of increased time for productivity.

FORM 244  
(1-71)USE PREVIOUS  
EDITIONS☐ SECRET☐ CONFIDENTIAL☒ ADMINISTRATIVE  
INTERNAL USE ONLY☐ UNCLASSIFIED (47)

# INTERAGENCY ADVISORY GROUP

UNITED STATES CIVIL SERVICE COMMISSION  
OFFICE OF THE EXECUTIVE DIRECTOR  
WASHINGTON, D.C. 20415

*Chairman*

Raymond Jacobson  
Executive Director, CSC  
Room 5518, Ext. 26111

*Executive Vice-Chairman*

Clinton Smith  
Room 1304, Ext. 26272



*Secretariat*

Room 1304—1900 E St., N.W.  
Code 101, Ext. 26266 or  
Area Code 202—632-6266

J.F. - 1276

TO: Directors of Personnel

FROM: Clinton Smith *CS*  
Executive Vice-Chairman  
Interagency Advisory Group

SUBJECT: GAO Report (B-179810), Increased Productivity  
Through Expanded Lunch Periods, dated April 8, 1976

As you are most likely aware, the General Accounting Office recently issued a letter report on the above subject to the Civil Service Commission and the Office of Management and Budget.

As Mr. Jacobson mentioned during the recent Personnel Directors Conference in Charlottesville, a copy of the report is being provided for your information.

At this time we contemplate further exploration of this matter via a workgroup of Personnel Directors along the lines suggested in the GAO Letter Report. As the Chairman of the IAG, Mr. Jacobson will be designating certain Directors of Personnel to serve on this workgroup. We will also draw upon the advice and counsel of Federal employee unions and professional organizations.

In the meantime we would welcome any comments that you might have.

Attachment



APR 9 1976

B-179810

Director, Office of Management  
and Budget  
The Chairman, Civil Service Commission

There has been continuing emphasis on the importance of productivity in both the private and public sectors. Presidential statements have underscored the importance that has been attached to productivity. In October 1974 the Office of Management and Budget issued a memorandum to the heads of all departments and agencies stressing the importance of the Federal productivity effort. This effort has been centered in the Joint Financial Management Improvement Program. In connection with this program, the Civil Service Commission operates a Clearinghouse on Productivity and Organizational Effectiveness that is a focal point for collecting and disseminating information about productivity measurement and improved personnel management techniques. The Congress has also shown an increased interest in productivity by establishing the National Center for Productivity and Quality of Working Life. In addition, a number of congressional committees have shown special interest in productivity.

In recognition of this interest, we have been reviewing alternative arrangements of workdays and workhours. As part of this effort, we surveyed management's treatment of working hours and lunch periods for Federal civilian employees. Our focus was on how work schedules are accommodated within the 40-hour week required by law.

During the survey we:

- Met with officials at 19 activities and obtained information on 38 civil and military installations in the Washington metropolitan area.
- Reviewed 1,046 agreements between Federal agencies and labor organizations which contain lunch period provisions.
- Reviewed agreements to determine the minimum increment of annual leave that employees are permitted to use.

FPCD-76-147

--Contacted 64 State and local governments and private firms to determine their lunch period schedules.

#### CIVIL SERVICE COMMISSION REGULATIONS

Implementing regulations issued by the Commission in 5 C.F.R. 610.121 state that:

##### "WORK SCHEDULES"

##### "§610.121 Establishment of work schedules."

"Except when the head of an agency determines that the agency would be seriously handicapped in carrying out its functions or that costs would be substantially increased, he shall provide that:

"(a) Assignments to tours of duty are scheduled in advance over periods of not less than 1 week;

"(b) The basic 40-hour workweek is scheduled on 5 days Monday through Friday when possible, and the 2 days outside the basic workweek are consecutive;

"(c) The working hours in each day in the basic workweek are the same;

"(d) The basic nonovertime workday may not exceed 8 hours;

"(e) The occurrence of holidays may not affect the designation of the basic workweek, and

"(f) Breaks in working hours of more than 1 hour may not be scheduled in a basic workday."

#### PRACTICES IN THE FEDERAL SECTOR

Although Commission regulations do not address the structure of the lunch period, they do allow agency heads to schedule breaks in the workday of up to 1 hour. Although 1-hour breaks are permissible, most of the 38 military and civilian installations we contacted have scheduled only a 1/2-hour break for lunch. The schedules do not appear to be based on factors such as availability of adequate dining facilities to allow lunch within 1/2 hour. The practice seems to have been customary since about World War II.

Most agency officials with whom we spoke agreed that employees generally take 3/4 to 1 hour for lunch. Some Officials attributed this to a lack of adequate dining facilities in some Federal buildings; in addition, some locations have no dining facilities; so unless employees bring their lunches, they must leave the building to eat.

Neither the custom of taking longer than 1/2 hour nor the awareness of its relationship to the lack of adequate dining facilities is of recent origin. In 1963 the General Services Administration reported to the Bureau of the Budget on a study it conducted of public transportation and Federal employee working hours. The study:

- Showed many Government buildings did not have adequate cafeterias to permit all employees to eat within 1/2 hour.
- Concluded that 3/4 hour would be more realistic and recommended its adoption with the addition of 15 minutes to the workday to maintain the 40-hour workweek.

Although no action was then taken, several agency officials we talked with said they favored such an arrangement. However, most stated that such actions could decrease morale.

Additionally, we analyzed agreements between Federal agencies and labor organizations by using a computer search of the 2,863 agreements in the Federal sector as of December 9, 1975. A total of 1,200 provisions in 1,046 agreements pertained to lunch periods. Although many made vague references to lunch periods, 823 were relatively specific. Our analysis of these was as follows:

<u>Number of agreement provisions</u>	<u>Length</u> (minutes)
2	15
129	20
446	30
8	30 to 45
67	45
77	60
61	30 to 60
21	not less than 30
2	45 to 60
<u>10</u>	unspecified
<u>823</u>	

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# PRACTICES IN THE NON-FEDERAL SECTOR

We contacted 64 non-Federal organizations, including several private firms in various industries and geographic locations. Some companies had more than 1 policy regarding length of lunch period and we found a total of 89 policies covering about 394,000 employees. Although there is no single prevalent practice, 60 minutes and 30 minutes prevailed 40.5 percent and 32.6 percent, respectively, based on number of policies and 35 percent and 47 percent, respectively, based on number of employees. Additional detail is contained in enclosure I.

## IMPACT OF NONPRODUCTIVE TIME

Nonproductive time of 15 minutes a day equates to 3.1 percent of the statutorily required 40-hour week. Straight application of 3.1 percent to the total Federal civilian payroll of approximately \$40 billion equals \$1.2 billion in lost productive time per year. We acknowledge that the 15-minute estimate used for this computation may be too little or too much and that extended lunch periods are not practiced by 100 percent of the work force every workday. However, as an example of the potential significance of the nonproductive time, if 50 percent of the workforce extends their lunch period 15 minutes half the time, productive time valued at \$300 million a year is lost. Morale and other motivational forces not considered in this survey could also affect net productivity of the work force.

Both the President and the Congress are concerned with increasing national productivity. A January 14, 1975, Presidential statement highlighted the significance of increased productivity. Similarly, the President in his January 19, 1976, State of the Union address, spoke of the need to hold down Government costs. The additional importance that has been attached to increased productivity dates back to 1971 when the National Commission on Productivity and Work Quality was given legislative recognition. Then, on November 28, 1975, the National Commission's activities were incorporated into a new organization, the National Center for Productivity and Quality of Working Life. Emphasis was placed on increasing the rate of productivity through better use of human resources. The Congress directed it to review the impact of Federal personnel policies, statutes, and regulations affecting the productivity of Federal agencies and the quality of working life of Federal employees as well as private sector employees. The Federal Government's effort to improve agency productivity has been centered in the Joint Financial Management Improvement Program, which was given responsibility for

a continuing Federal productivity program by the Office of Management and Budget in 1973.

#### CONSIDERATIONS IN MINIMIZING NONPRODUCTIVE TIME

Obvious among approaches to reduce nonproductive time is more frequent application of 45 or 60 minute lunch periods, thereby extending the workday accordingly. This approach would not appear necessary at installations where lunch facilities are adequate to accommodate the work force in less time. However, in some cases it may be the most viable alternative.

Flexible work schedules may also be a potential solution with relatively broad application. For example, a flexible schedule might incorporate a flexible band in the middle of the day, perhaps 11:30 a.m. to 1:30 p.m., in addition to flexible bands during arrival and departure times. Thus, an employee might choose to arrive at work at 7 a.m., work until 11:30 a.m., take an hour for lunch, and leave work at 4 p.m. The employee could then take an extended lunch period, if necessary, to eat more slowly, to conduct personal business, or merely to provide a longer break in the workday routine, and would not adversely affect those employees needing only 30 minutes.

Additionally, we note that Commission regulations permit agencies to grant employees leave in increments of less than 1 hour. Allowing the use of leave in smaller increments should better enable employees to use the lunch period in a manner consistent with their needs without having to take a full hour's leave when only a smaller amount is necessary. However, most installations contacted allow employees to use leave only in 1-hour increments. We also found only two agreements with labor organizations that provided for leave use in less than 1-hour increments. Thus, a potential benefit to both the employer and employee may have been overlooked.

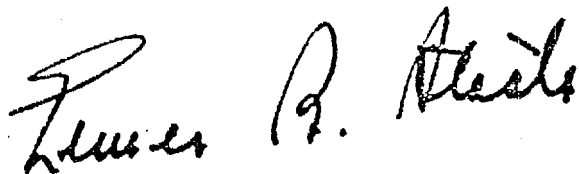
Finally, the 40-hour week has been prevalent in the Federal sector since near the end of World War II. We noted in some of the Bureau of Labor Statistic's studies of private industry that the average workweek in many instances is something less than 40 hours. Recent studies of average standard weekly hours indicate variance from 37.5 to 40 hours, depending on the occupational group and type of industry. Our survey did not include this issue and we take no position on whether the 40-hour week should be reduced. We have assumed the validity of the 40-hour week in this report and consider it a different issue to be dealt with separately and on its own merit.

The considerations in this report are not intended as all inclusive solutions. However, we believe there is ample evidence that this issue presents significant potential for productivity improvement. Solutions that could be applied may require additional study including consideration of morale and motivational factors and the views of labor organizations. There may also be considerable impact from the existing negotiated labor agreements.

#### RECOMMENDATIONS

We recommend that the Civil Service Commission and the Office of Management and Budget jointly consider the matters discussed in this report to insure that lunch period arrangements in Federal agencies comply with statutory requirements for a 40-hour week. We believe it would be useful to discuss this matter with the agency personnel directors of the Inter-agency Advisory Group to determine the extent of the problem and a possible study approach. Similarly, the views of labor organizations should be solicited. Such a study, whether undertaken by the Commission, Office of Management and Budget, or a task force, should make a considerable contribution in an area of concern to both the Congress and the executive branch.

As you know, section 236 of the Legislative Reorganization Act of 1970 requires the head of a Federal agency to submit a written statement on actions he has taken on recommendations to the House and Senate Committees on Government Operations not later than 60 days after the date of the report and the House and Senate Committees on Appropriations with the agency's first request for appropriations made more than 60 days after the date of the report.



Comptroller General  
of the United States

Enclosures - 2



## SCHEDULE OF LUNCH PERIOD POLICIES

## OF 64 ORGANIZATIONS SURVEYED

Type of Industry	60 minute lunch		45 minute lunch		30 minute lunch		Other lunch periods		Total	
	No. of Policies	No. of Employees	No. of Policies	No. of Employees	No. of Policies	No. of Employees	No. of Policies	No. of Employees	No. of Policies	No. of Employees
Manufacturing	16	48,060	5	12,500	12	94,500	2	1,700	35	156,760
Paid	1	18,000	1	2,600	-	-	2	1,700	4	22,300
Unpaid	15	30,060	4	9,900	12	94,500	-	-	31	134,460
Transportation and Public Utilities	5	<sup>a</sup> 13,100	4	9,602	5	20,200	1	1,500	15	44,402
Paid	2	1,400	1	152	2	2,300	-	-	5	3,852
Unpaid	3	11,700	3	9,450	3	17,900	1	1,500	10	40,550
Wholesale and Retail	7	27,358	3	2,600	1	3,000	-	-	11	32,958
Paid	1	158	-	-	-	-	-	-	1	158
Unpaid	6	27,200	3	2,600	1	3,000	-	-	10	32,800
Finance, Insurance, and Real estate	-	-	1	3,800	3	10,000	4	<sup>b</sup> 19,500	8	33,300
Paid	-	-	1	3,800	-	-	-	-	1	3,800
Unpaid	-	-	-	-	3	10,000	4	19,500	7	29,500
City and County Gov't.	5	42,465	1	5,800	3	30,800	-	-	9	79,065
Paid	2	4,065	-	-	1	1,800	-	-	3	5,865
Unpaid	3	38,400	1	5,800	2	29,000	-	-	6	73,200
Hospitals	2	6,300	-	-	3	7,500	-	-	5	13,800
Paid	-	-	-	-	-	-	-	-	-	-
Unpaid	2	6,300	-	-	3	7,500	-	-	5	13,800
Miscellaneous	1	600	3	13,781	2	19,317	-	-	6	33,698
Paid	-	-	-	-	-	-	-	-	-	-
Unpaid	1	600	3	13,781	2	19,317	-	-	6	33,698
TOTAL	36	137,883	17	48,983	29	185,317	7	22,700	<sup>c</sup> 89	393,983
Paid	6	23,623	1	6,552	3	4,100	2	1,700	14	35,975
Unpaid	30	114,260	14	41,531	26	181,217	5	21,000	75	358,008
Percent	40.4	35.0	19.1	12.2	32.6	47.0	7.9	5.8	100.0	100.0

<sup>a</sup> Includes 1 organization employing 1,100 with the lunch period partly paid.<sup>b</sup> Includes 3 organizations employing 18,000 on flexible schedules.<sup>c</sup> There are 89 policies as some of the 64 organizations varied their lunch period practice by groups of employees.

ENCLOSURE I

ENCLOSURE I

UNITED STATES GOVERNMENT

GENERAL ACCOUNTING OFFICE

*Memorandum*

March 18, 1976

TO : Heads of Divisions and Offices

FROM : Comptroller General

*James B. Steele*

SUBJECT: Hours of Duty

A new order, No. 0811.1, will be issued shortly dealing with hours of duty. The new order will contain two significant changes.

The first principal change is that the 8-hour workday may now be scheduled between 6 a.m. and 6 p.m., Monday through Friday, rather than 7:30 a.m. and 5:30 p.m. In establishing times within that framework, you should take into consideration the needs of your specific functions--i.e., accessibility of other divisions and offices within GAO and of other agencies--as well as the needs of their employees--i.e., carpools, public transportation, and reporting for duty or leaving during darkness.

The second principal change is that the lunch period for the General Accounting Office is now established as 45 minutes, rather than 1/2 hour. This change will have an impact on the workday for your division or office, inasmuch as a workday is comprised of 8 hours exclusive of the lunch period. This change was necessitated because of the crowded conditions in the cafeteria and relative unavailability of other luncheon facilities in the area. The 45 minute lunch period will provide employees the opportunity to have a more leisurely lunch and a longer break from the daily routine. This should benefit both the employee and overall productivity.

Each head of a division or office shall establish an 8-hour workday for the employees under his supervision which accommodates a 45-minute lunch period. When this has been established, the Director, OAS, will be so advised in order that the information may be in the Attachment to GAO Order 0311.1.